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FINAL REPORT  
on  
CONSERVATION AND DEVELOPMENT  
of  
Survey Unit #8.b  
to the  
COMMISSION ON STATE GOVERNMENT ORGANIZATION

AUG 30 1951

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## INTRODUCTION

In this survey we have been charged with an examination of the administration of Connecticut's natural resources and of State activities in development and planning. Despite points of contact, we have, in a sense, been carrying out two parallel studies, the one on conservation as a State function, the other on State planning and development, which has a much wider base than the availability of the State's natural resources. In terms of present State organization, our investigation has covered all conservation agencies other than agricultural (Board of Fisheries and Game, Park and Forest Commission, Commission on Forests and Wildlife, Water Commission, Shell-fish Commission, Geological and Natural History Survey Commission, and the several memorial and site commissions); and, on the development side, the State Development Commission. On the basis of interviews, field trips, statutory analyses, fiscal studies, and consultation with outside experts, we hope to point the way to more unified responsibility, greater efficiencies, broader coverage of essential responsibilities, and economies.

We wish to acknowledge the courteous and superior cooperation of the many employees of the State who have assisted in this undertaking. We are highly impressed with the calibre of the State civil servants whom we have met, and any criticism of agencies is not meant to imply criticism of the individuals concerned.

We have sought the advice of many Federal officers concerned with the administration of related resources and development programs. The agencies include: Area Development Division of the Department of Commerce; Geological Survey, Fish and Wildlife Service, and National Park Service, of the Department of the Interior; Forest Service of the Department of Agriculture; Public Health Service of the Federal Security Agency. The information provided has been of great assistance.

Of the many other experts whom we have consulted, we owe a special debt to Lawrence Durisch of the TVA, Gordon Fair and John Black of Harvard University, and Roscoe Suttie of Yale.

Finally, the staff members of other survey units with interests bordering ours, have been most helpful.

Acknowledgement of the aid rendered by the many individuals mentioned is not meant to imply their endorsement of this report's recommendations for which we assume full responsibility.

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## ECONOMIC DEVELOPMENT

### Statement of the Problem

The growth and stability of Connecticut's economy, principally industrial in nature, is essential to the well-being and prosperity of its citizens. These depend significantly upon the ready availability of reliable research, basic data, planning, and technical advice for industry, local governments, and others. In these functions the State government can make its major contribution. The principal problem is how should these responsibilities be organized.

### Proposals

1. The establishment of a Department of Economic Development and the abolition of the present Development Commission.
2. The new Department to be primarily a service and research agency concerned with the economic development of the State.
3. The establishment by the Director of the Department of a citizens' advisory council.

### Findings and Discussion

1. There is no close relationship between Connecticut resources administration and planning for economic development.

For nearly a century the principal occupation of those who earn their living in Connecticut has been in manufacturing industry and related services. One out of every two employed in the State works in industry. Nearly half the total income payments in the State have been in industry payrolls. Obviously, development in such a State must emphasize industrial and related possibilities; and any State agency with responsibility for planning and promoting economic development must be concerned largely with industry and its problems.

It should be noted at this point that Connecticut's industry is in no sense based upon her natural resources. Most raw and semi-fabricated materials, such as iron and steel products and copper, are shipped in from other States for use in Connecticut industry. Connecticut relies mainly upon its advantages of location near the great northeastern markets and upon its large, diversified, and skilled labor force. Only in the case of industrial water supplies can it be said that large industries are dependent upon the natural products of the State.

Furthermore, Connecticut's natural resources other than agricultural are used primarily for recreation. The State's minerals and commercial forests are of minor significance. Its streams, beaches, woodlands, fish, and game have little commercial value other than for recreation.

This Connecticut pattern of resources use obviously does not have nation-wide application. In Colorado, for example, mineral resources form an important basis of economic development; and any planning for such development is dependent upon programs for mineral resource use. But we must be careful always to identify the ecology of administration, the particular environmental factors, before applying lessons learned elsewhere.

As there is no particularly close relationship, therefore, between Connecticut resource administration and the planning for economic (industrial) development, we can proceed to analyze the problems of administration in the two areas separately.

2. The State's responsibility for economic development should include the following functions: technical services and advice to industry; promotion of industry, trade, recreation; community planning; State-wide planning.

That the State has obligations to maintain Connecticut's industrial advantages is generally agreed, but the specific government functions are variously conceived. A brief sketch of recent planning history in this State and elsewhere will perhaps furnish the basis for arriving at conclusions on the exact nature of the State's responsibility.

The record of State planning and development in Connecticut, as in other states, has had a confused evolution in a rapid succession of desperate problems brought on by depression, unemployment, war, and the fear of a postwar recession. To alleviate the riddles of depression, Connecticut, like most other States, established a State Planning Board in the early '30's to formulate and advance a program of activities for higher employment and resources development. State planning boards underwent swift change with the sudden necessities of defense and then war. The problems changed, and many States, like the Federal Government, dropped their planning agencies altogether, while others turned their efforts to spot jobs such as the handling of war contracts and labor force recruitments, and later to easing postwar conversions. The Connecticut Development Commission, established at about the same time the State Planning Board was dropped, was designed to work mainly in the fields of industrial development and promotion, trade and travel promotion including recreation, while economic research, planning and zoning aids to communities, and cooperation with other State agencies were generally peripheral to this main focus. The Commission has become largely a service organization which makes both general and specific economic studies on Connecticut industry and trade, and which provides technical advice and assistance to individual industries. Connecticut, then, has followed a general trend throughout all States, in which one notes a drift of interests from the broad survey functions of the planning board to the special necessities of war and defense, and now to a broadened conception of a service agency to industry and trade. While the Connecticut Commission ranks high as a development agency for industry, it has had to skirt along the edge of a general program of research and study into economic matters, without doing the complete job that is needed and that was at least attempted by the State Planning Board.

Realizing that the central interest is in industry, what are the proper functions of an economic development agency?

(a) Technical Services and Advice to Industry

- (1) Business information and research, based on investigation and assembled data about such factors as population trends, available plant sites, labor supply, markets, power and water supplies. This involves particularly technical advice and assistance to individual firms on request.
- (2) Aid in plant location, rooted in a knowledge of building inventories, community and site data. An example of this function and the previous one is furnished by Connecticut's present efforts to assist in the establishment of an integrated iron and steel industry in the State by supplying site information and general economic data and analyses to interested steel companies.
- (3) Central responsibility for promoting the interests of the State in assuring the procurement and availability of cheap power for industrial and consumer use. This agency should pursue a policy to assure that Connecticut receives its proper share of any large blocs of energy that become available to New England from its rivers, the St. Lawrence, or other sources such as steam or natural gas. In this task close coordination with the Water Resources Division of the Natural Resources Department is required. Emphasis here should be on the developmental aspects, and no conflict with the regulatory functions of the Public Utilities Commission is intended.
- (4) Planning, advice, and assistance to insure the accessibility of adequate transportation, terminal, and transfer facilities to Connecticut's industry.
- (5) Planning, advice and assistance to insure the availability to Connecticut's industry of adequate industrial water supplies and to aid industry in industrial pollution abatement. This calls for close coordination with the Water Resources Division of the Department of Natural Resources, and a representative of the Development Department should sit as a member on the Sanitary Water Board.

(b) Promotion of Industry, Trade, Recreation

The major line of activities here included advertising and referral services with respect to manufactured products, the promotion of international trade contacts, and the publication of promotional bulletins and maps. To achieve a proper balance among these activities, careful and continuing appraisals should be made of the results obtained by use of these various media. More important,

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the emphasis on this kind of activity needs to be reconsidered in terms of the total function of State development to guard against over-extension.

(c) Community Planning

A valuable function is the aid to community and regional planning by technical advice and ready data. Technical assistance in zoning and city planning are of the highest importance, but the State can also furnish assistance in local industrial development and location, traffic and parking problems, recreational planning, in taxation problems, and general community self-appraisal.

(d) State-wide Planning

The Government of the State does not have now, as a guide to its activities, a coherent state-wide physical plan or a well-coordinated program of public action based on accepted policies and objectives. An essential function of a development agency should be the preparation and continuous revision of an overall physical plan for public facilities in Connecticut. To accomplish this, the agency must have flowing into it much of the technical, statistical, and market data that other departments collect. However, this agency is not the place for the broadest top-level policy planning in the State. We suggest and assume that an enlarged Governor's office will concern itself with program coordination and the establishment of policy objectives. A detailed discussion of this function is found in the report of the Executive Survey Unit. Failure to establish such a top-level operation in the Governor's office would indicate the need for extended planning and coordinating functions in the development agency.

3. A Connecticut development agency should not be assigned important operating responsibilities, but should focus its attention on service and research.

In considering the role of a commerce or development agency, it is an easy temptation to assign to it responsibility for certain large-scale operational functions such as port developments and airports. Indeed, a development agency cannot ignore the effects of such operations.

We intend, however, that the development agency be focused on providing service to industry and on the conduct of research essential to economic development. If we assign to it large-scale operations, there develops a serious danger that such tasks will overshadow the primary responsibilities of the unit. With respect to port development and promotion, the State has not yet assumed any operating responsibilities other than those exercised by the Commissioners of Steamship Terminals. We recommend that port development planning be made a responsibility of the development agency at this time. If, in the future, the State gets into port operations, the possibilities of organizing such functions outside of the development agency, for example, in an independent port authority, should be given serious consideration. If this is done,

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then the special responsibility for port development planning should be transferred to the operating agency. We have no recommendations on the disposition of the Commissioners of Steamship Terminals, who are being studied by the survey unit on Highways and Docks.

As a part of its aviation activities, the State now operates two airports. We cannot see that the operation of these facilities has any close relation to the activities of the economic development agency and recommend that they not be lodged there.

In its general structure and aims, the development agency would parallel the New York Department of Commerce. The New York Department does have a single operating responsibility in the handling of federal funds for local airport development, but it is misleading to think that the New York Department undertakes a wider variety of activities than those recommended for the Connecticut agency. As a matter of fact, the assignment to the Connecticut agency of responsibility for State-wide planning will give it a broader frame of reference than its New York counterpart.

4. A Department of Economic Development under a Director responsible to the Governor can best carry out these functions.

To carry out the tasks previously outlined, we recommend the establishment of a Department of Economic Development, headed by a Director and responsible to the Governor. In addition, there should be an advisory council appointed by the Governor on the recommendation of the Director to serve in a purely consultative capacity to the Director. The Connecticut Development Commission as presently constituted should be abolished and its functions transferred to the new Department.

This proposal to abolish the Commission and replace it with a straight-line Department and an advisory council requires some further explanation. The chief executive, the Governor, should be held clearly responsible to the legislature and to the people for coordinated conduct of the entire executive branch of the government. If he is to be held accountable for the development functions, the Governor must possess the authority to control, within prescribed limits, the development agency. Such control is difficult and often impossible where the executive agency is headed by a board whose members are appointed for overlapping terms. The present Commission, for example, is not in full sympathy with the program of the administration. Thus, the Governor, who is responsible for presenting a balanced legislative program to the General Assembly and for supervising the execution of whatever program is approved by that body, cannot rely entirely on an organization which should be of first-line importance in helping him set out his program. It can be argued that a commission organization, as now exists, has an advantage in allowing the participation of interest groups in the administration of a program with which they are closely concerned. In the department which we recommend, interest groups would be represented in a consultative capacity in the advisory council. The advisory device has significant advantages over actual participa-

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tion from the viewpoints of both the administrative agency and the interest groups. An incentive is thereby placed upon the administrator to win group assent; and group representatives are free to withdraw or criticize as they see fit.

5. In an agency of this type, internal organization should be left flexible and in the hands of the Department head. The advice of specially qualified selectors should be sought where appropriate.

As to the internal organization of the new Department, we do not propose to set out a definitive pattern. In an agency of this kind, discretion should be left with the director to vary the organization according to the work load. Only with respect to community planning do we make a definite recommendation. For fear that an organization devoted primarily to planning for industry may tend to overlook this important activity, we recommend that a Division of Community Planning be made a well-supported unit of the Department. In addition, we suggest that the other activities of the Department might be organized into the following Divisions: Industrial Development; Trade and Promotion; Research and Planning.

The present Commission has established and utilized seven committees to assist it and the staff in stimulating and guiding the various activities. It is recommended that the Director of the new department continue to appoint ad hoc advisory committees and thereby obtain the services of highly qualified leaders in industry, labor and other segments of the population without sacrificing administrative efficiency.

## NATURAL RESOURCES

### Statement of the Problem

The major use of Connecticut's natural resources is for recreation, but they have other closely related uses, so that any program for their development must take account of both the major emphasis and the natural relationships. Therefore, the problem is: What administrative organization for Connecticut's resources best provides for their various uses and benefits?

### Proposals

1. The establishment of a Department of Natural Resources and the abolition of the following agencies most of whose functions will be absorbed in the new department: Park and Forest Commission, Board of Fisheries and Game, Forests and Wildlife Commission, Water Commission, Shell Fish Commission, Geological and Natural History Survey Commission, Flood Control and Water Policy Commission, Board for Supervision of Dams.

2. The establishment by the Director of the Department of two advisory councils, one on parks and forests and one on fisheries and game.

3. The establishment of a unified Resources Protection Service.
4. The establishment of the following divisions within the department: Park and Forest, Fish and Game, Water Resources.
5. The abolition of the distinction between parks and forests for administrative and legal purposes.
6. The retention of nursery and farm forestry programs in the Park and Forest division.
7. Increase in funds for maintenance of park and forest buildings.
8. The consolidation of all fish and game functions in a single Division.
9. The organization of a study to consider changes in the laws relating to oyster conservation.
10. The consolidation of pollution abatement functions in the Water Resources Division and the establishment of an advisory Sanitary Water Board.
11. The abolition of all earmarked funds, except by necessity the Game Fund; and the rescission of the \$1,000,000 bond authorization for park development.

#### Findings and Discussion

1. There are three basic justifications for unifying resources administration in Connecticut: natural unity, unity in major use, and efficiency and economy.

Connecticut's natural resources other than agricultural are now subjected to the administration of at least six separate commissions. Is such fragmented responsibility desirable? Or is there any basis for a more unified planning, programming, and management of natural resources?

There is a natural unity and interdependence of resources which cannot be denied. The ecological relationship of parks, forests, game, fish, and the basic elements of water and geology may be considered in itself a reason for unifying administration. Fish and Game's Pittman-Robertson research project in the Naugatuck State Forest -- an attempt to develop plans for forestry practice which will allow improved conditions for game and yield larger crops of the species suited to the habitat -- provides a striking example of natural unity. But such unity alone is not a sufficient reason for combined administration.

Perhaps a more compelling justification for unified administration can be found in the major use to which Connecticut's State-owned and State-controlled resources are put. This use is recreation. By

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and large, the activities of both the Park and Forest Commission and the Board of Fisheries & Game are for a single purpose -- re-creation. To be sure, there is a small commercial activity involved in the cutting of the timber in State Forests, (it amounts to \$25,000 - \$50,000 a year), and the Park and Forest Commission has an important responsibility for technical advice and assistance to farm forests and for operating the forest fire protection system. Similarly, the Board of Fisheries and Game provides certain services for commercial fisheries. But these activities are properly carried on within agencies whose major focus is recreation because the recreation areas have multiple uses or because the technically trained personnel are available within the units. Many activities of the Water Commission are designed to create natural conditions which will allow of recreational use of Connecticut's resources.

It has already been established that Connecticut's natural resources are not basic to her economic (industrial) development. They are basic, however, to a recreational program.

A third justification for unified administration may be found in the economies and greater efficiency that can be effected thereby. The possibilities of an integrated field force, of savings in the maintenance and use of equipment, and of consolidation of administrative services will be examined in more detail. More important are the advantages to be gained by the integrated planning, programming, and budgeting of these related activities. At present, there is no consistency in the advance planning of the various resources agencies; some do none at all. For example, the plans of the Park and Forest Commission may never be worked in with those of Fish and Game because one agency has not proceeded with its plans to the same degree as the other. Where plans are not integrated, of necessity programs and budgets, which should be based on careful planning, are unrelated. The result: The Connecticut taxpayer does not get full value for his money spent on developing and administering related resource activities.

The need for integration has been pointed up in the creation of the Forests and Wildlife Commission, which is actually a joint sitting of the Park and Forest and Fish and Game Commissions. By statute, this quarterly marriage of the two Commissions dealt only with land acquisition, but in addition, certain members have found the commission a valuable means for the exchange of opinions. This is an indication of a felt need for closer integration, but the combined Commission is wholly inadequate to fulfill this need since it is so limited in scope and encompasses the activities of only two Commissions.

The lack of program balance and coordination is vividly illustrated every two years when budgets are presented. At these times the resource agencies go singly to the Governor's office for hasty presentation of their separate budget packages. These are prepared without prior consultation among the Departments, and the Governor can assess budget requests only in brief and partial glimpses. This procedure takes on the engaging qualities of light opera when the Forests and Wildlife Commission sits with the Governor. These gentlemen, the combined Forest and Park and Fish and Game Commissions,



discuss funds for land acquisition. Then half of the membership makes a quick exit to the wings to leave the Fish and Game Commission. Some minutes later the Fish and Game Commission takes leave, and their recently departed colleagues re-emerge from backstage to sit as the Park and Forest Commission. Rodgers and Hammerstein could write an excellent musical comedy entitled "Connecticut" from such material.

These three reasons -- natural unity, unity in major use, and economy and efficiency -- taken in combination present an impressive justification for unification of all resources administration. The emphasis throughout must be on the development of a balanced program for resources use.

2. Conduct of resource programs by six separate Commissions fails to insure unified administration. This can be accomplished best by the creation of a single Department headed by a Director responsible to the Governor and aided by advisory Councils.

We, therefore, recommend the establishment of a Department of Natural Resources headed by a Director responsible to the Governor. The Department should have the following Divisions: Staff Services, Administration, Park and Forest, Fish and Game, Water Resources, Resources Protection Service. In addition, there should be two advisory councils appointed by the Governor on the recommendation of the Director to serve in a purely advisory capacity to the Director. One of these councils will be primarily concerned with parks and forests; the other, with fish and game. Both will be concerned with the conservation of Connecticut's natural resources.

The Park and Forest Commission, Board of Fisheries and Game, Forests and Wildlife Commission, Water Commission, Shell Fish Commission, Geological and Natural History Survey Commission, Flood Control and Water Policy Commission, and Board for Supervision of Dams, as presently constituted should be abolished and their several functions transferred to the new Department.

Reasons for replacement of the commissiontype organization with a straight-line department have been stated in the discussion on the Development Commission. They apply with equal or greater force here. In the field of resources administration, the State is involved in operating activities of some magnitude and for such activities in particular the commission is ill-fitted. From the point of view of efficiency, single managers operate with greater effectiveness, as well as with more direct accountability.

The unsuitability of the commission for resources administration is emphasized in Connecticut by the very proliferation of such units in this field. The consolidation of these commissions into one department will not only result in more efficiency, but will further serve the objective of reducing the number of agencies which report directly to the Governor.

Reasons for recommending two rather than one advisory council relate to the intensity with which special interest groups in this field demand representation. In view of this demand, it is felt that the advisory council can best perform its proper function --

facilitating adjustment of group interests in the administration of a program -- if it is divided into two. At the same time, to promote a Department-wide approach to most problems, it is recommended that the Council meet in joint session at least four times a year and that the secretariat of the Councils, to be provided by the Director of the Department, be the same.

We understand that the Survey Unit on Agriculture is planning to recommend a consolidated State Department of Agriculture to conduct agricultural research and education, provide technical assistance to farmers, and to supervise the licensing, inspection, or marketing of certain agricultural products and facilities. One research responsibility of the Department will be the classification of all lands, crop and non-crop, according to use. This land-use classification project should be of tremendous value to the Department of Natural Resources, and we sincerely hope that it proceeds with expedition. We contemplate no important overlap between a Department of Agriculture and the Department of Natural Resources. The former will be oriented largely toward servicing the farmer and regulating the marketing of agricultural products; the latter, largely toward operating programs designed to insure full public use of state-owned resources. Obviously, close cooperation will be essential.

3. Essential to the effective operation of a single Department of Natural Resources is the assigning of the following functions to the office of the Director: policy planning; programming and budgeting; publicity and conservation education; land acquisition; personnel administration; central accounting and bookkeeping; procurement, maintenance, and repair of standard items of equipment; basic data; and special cooperation with other agencies.

The following duties and responsibilities should be assigned to the office of the director:

- (a) Full responsibility for the operation of the entire Department.
- (b) Policy planning for the Department. A small policy staff may be desirable.
- (c) Programming and budgeting for all activities of the department. We wish to emphasize the necessity for careful long-range programming of capital improvements. Only in this way can the Department's needs be integrated and presented to the Governor and the General Assembly for intelligent review and coordination with the needs of other activities. The Board of Fisheries and Game and the Park and Forest Commission have prepared rather careful programs in the past, but do not regularly review them and make them a part of their annual budget presentations.

With respect to budgeting, we wish to record a complaint registered with us by a resources agency concerning the budget procedure of the Department of Finance and Control. Once this resources agency submits

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its budget requests to the Budget Division, it is given no opportunity to explain or defend its estimates in budget hearings, or otherwise, except for a one-hour conference with the Governor. This conference takes place after the Commissioner of Finance and Control has made his recommendation to the Governor.

- (d) Publicity and conservation education. Though technical publications may be prepared in the various Divisions, they should be approved and issued by the Office of the Director. A consolidated department of Natural Resources should be in a position to give greater emphasis to conservation education than present dispersed organization allows. In this regard, the New York Department of Conservation provides a model.
- (e) Land acquisition by purchase, gift, and exchange for all activities of the Department. This function is, at present, conducted by the Commission on Forests and Wildlife. The Commission has attempted an orderly acquisition of lands and waters necessary for the development of State parks, forests, and fish and game areas. The combination of all three acquisition activities into one joint commission has eliminated competitive bidding between individual agencies. By transferring this function from the Commission, which is to be abolished, to the Office of the Director of a consolidated Department of Natural Resources, we expect to retain the advantages of combined acquisition.
- (f) Personnel administration for the Department. The Department will contain about three hundred regular and a variable number of temporary employees.
- (g) Central accounting and bookkeeping for the Department. The accounting section of the Park and Forest Commission is a well-organized unit, and accounting functions of Fish and Game and other units to be consolidated in the new Department can be built around this nucleus.
- (h) Responsibility for the procurement, maintenance, and repair of all standard items of supply and equipment, including vehicular equipment. The Park and Forest Commission is in the process of establishing a central supply unit and auto repair facility at Portland. This activity should be transferred to the office of the Director of the new department and expanded to care for the vehicular and other standard items of equipment of Fish and Game and other transferred units.
- (i) Insuring that basic data for resources development are collected and made available to those who need them. The special problems of hydrologic, geologic, and topographic data are discussed in separate sections.

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- (j) Cooperation with other departments. The Director or his designate should represent the Department on the Soil Conservation Advisory Council, the Mosquito Control Board, and other interdepartmental committees.

No inflexible pattern is suggested for the organization of these diverse functions in the office of the Director of Natural Resources. We point only to the desirability of creating an administration division to which should be assigned the functions of personnel, accounting, and supplies and equipment. Purely policy functions should remain outside of this division.

4. At present, enforcement of conservation regulations is diffuse and lacks full coverage. A consolidation of enforcement functions would provide far more effective and economical protection of all natural resources all of the time.

In the new Department of Natural Resources we recommend the creation of a Resources Protection Service with a view to a unified enforcement of all conservation laws. Economics can be affected here, but this innovation is further justified as a sound measure in creating a wider responsibility for protection of all aspects of Connecticut's natural resources.

The following functions are assigned to the Protection Service:

- (a) Fire Control and protection, now well-organized in the Park and Forest Commission, with its radio network.
- (b) The enforcement of all fish and game laws, now supervised by the warden service of the Board of Fisheries and Game.
- (c) The enforcement of all other conservation rules and regulations.
- (d) The life guard service of the Park and Forest Commission.
- (e) Special seasonal assistance, when possible, for park and forest or fish and game activities such as the release of birds and the stocking of fish.

The resources Protection Service should incorporate all of the fish and game wardens, thirty-two in number. These are men already well-trained in enforcement, policing, and special tasks such as stocking, bird releases, and the like. It is difficult to make wholesale transfers from the Park and Forest Commission, but certainly those park and forest rangers primarily concerned with fire control and law enforcement, as compared with those primarily concerned with the maintenance and operation of State lands and facilities, should be transferred. In real terms, this would include none of the park rangers, but several of the forest rangers. In the present forest division of the Park and Forest Commission, the

patrolmen, the three lookout observers, the radio dispatcher, the fire control officer are all logically part of an enforcement service. Finally, the temporary employees of the department, including the life guards and the fire volunteers, should be included in the Protection Service. We assume, too, that help in fire fighting and in general law enforcement will be a charge of all the employees of the Department and that park and forest managers, not transferred, will assist in protection within the areas they manage, and can be called on for special tasks and in emergencies.

In justifying the separate and unified Protection Service, we realize that we enter a nest of serious objections. We acknowledge that large savings should not be expected, because the peak seasons in fish, game, firefighting, and recreation do not neatly complement each other so that a protection officer can proceed with an orderly succession of assigned tasks. For example, the stocking and hunting seasons closely parallel the fire season, and there is everywhere a slack in mid-winter. However, there are positive benefits in a protection service. It would bring with it a wider understanding of the necessity of protecting all natural resources all of the time. One cannot doubt that the wider training of personnel required for such a service would give the men a pride in an all-around and versatile ability to handle more than one narrow, and often tedious, specialty. To be sure, the argument is made that park and forest men must be courteous and considerate of citizens, while fish and game wardens are intended to be conscious primarily of policing and restrictions. But this is a rather artificial picture; the courteous policeman is not an unknown figure, after all. Foremost, it must be remembered that Connecticut is a small State and cannot justify a sprawling bureaucracy of specialists in single aspects of conservation.

5. The separate administration of parks and forests has little validity in view of size, shape, and location of the areas. Superior administration of these areas can be achieved by consolidation of day-to-day management and by provision of technical recreation and forestry assistance to all areas from central staff.

In the administration of State-owned park and forest lands, emphasis should be placed on intensive and multiple use. The major use, considering all areas, is for recreation. In order to give emphasis to the full potentialities of these State lands, we recommend that the distinction between parks and forests as separate classifications for administrative purposes be dropped, though it may be desirable to retain the popular names such as Peoples Forest and Black Rock Park. Similarly, in the Park and Forest Division, separate units for the administration of park and forest areas should be eliminated. Rather, management and operation of all areas should be under a single jurisdiction.

The responsibility for management in each State area or combination of several areas should rest with a ranger who will have charge over operating and maintaining the area. He will have such additional rangers under his supervision as this work may justify and will receive assistance for protection as needed from the Protection Service and for technical forestry planning and operations or recreation

planning from the staff services of the Division. He will report directly to an area supervisor. It is suggested that there be two such supervisors -- one for eastern Connecticut and one for western Connecticut -- each reporting directly to the head of the Division. Each area supervisor will direct a labor pool which can be assigned where needed.

6. Recreation, as the single most important use of State-owned areas, merits careful formulation of policies to insure intensive use without sacrifice of natural values. To do this, a well-trained, recreation staff is needed.

There should be a staff recreation office, with such technical assistants as required, responsible to the head of the Division. The Director of Natural Resources has general responsibility for recreation policy, but should rely on the recreation staff of the Park and Forest Division for planning. In this connection, the staff recreation officer should cooperate closely with the planning unit of the Highway Department with respect to access to recreation areas and with the Economic Development Department, which has a responsibility for providing technical assistance to towns in the planning of local park areas and for promoting tourist trade.

We approve the current policy of emphasizing natural rather than artificial facilities for recreation, and believe it to be a good yardstick. However, in a small State with a heavy concentration of population, more intensive use of State areas, not incompatible with natural beauty, should be investigated. For example, the possibilities of providing such facilities as boating, overnight cabins, and appropriate sports.

7. The forest resources of Connecticut, important both for their public value and for their contribution to the farm economy, require best possible technical management if they are to be maintained and enhanced. With limited resources, superior technical care can be provided by a staff of well-trained professionals available to service both public and private lands.

The State Forester, with a staff of technical personnel including a silviculturist, should provide for all State areas professional forestry services, such as aid in replanting, thinning, marking timber sale, and pest control. In addition, the nursery and farm forestry programs should be under his jurisdiction. At present, responsibility for aiding the farmer in forestry is divided between the cooperative farm forestry program of the Park and Forest Commission and the U.S. Forest Service and the extension forestry program of the Agricultural Experiment Station and the Cooperative Extension Service. There are obvious objections to this split. A long-range objective should certainly be a single agency for technical services to the farmers. Recognizing this, and after most careful consideration, we have decided, nonetheless, to recommend that the farm forestry function be transferred to the Department of Natural Resources, thereby continuing this divided responsibility. Our reasons for this are several. Because so much of New England's woodlands lie in farm plots, the

farm woodlot program is coming to be highlighted. The emphasis and attention which should be given to this infant program can best be achieved through the State forestry agency because that agency has a nucleus of competent personnel whose major attention is directed to forestry problems rather than to the general problems of the individual farmer. Furthermore, the U.S. Forest Service finds that in its grant-in-aid programs better results in farm woodlot improvement are obtained where the job is done by the State forestry agency.

8. Beach erosion is a critical problem in Connecticut, and seriously affects the State's recreation areas.

Beach erosion is a critical problem and has been recognized as such by the Park and Forest, Water, and Development Commissions. All of these agencies, with the Water Commission the responsible contact, have cooperated with the Federal Government in a beach erosion survey of the entire coastline, as authorized in federal law. The surveys are conducted by the Corps of Engineers with the State sharing 50% of the cost. Under the Federal law, the Federal Government, may assume 1/3 of the actual cost of improvements to publicly-owned beaches, provided Congress authorizes the projects. State law provides that the remaining 2/3 of the cost be paid by the State for State-owned beaches and be shared equally by State and town for town-owned beaches. The surveys completed to date and the recommendations of the Advisory Committee on Beach Erosion to the General Assembly indicate the desirability of giving top priority to improvements at Sherwood Island, Hammonasset, and Rocky Neck, which are all State beaches. In view of this, and of the general responsibility for recreation planning which would rest with the Park and Forest division, it is recommended that State responsibility in this field be transferred from the Water Commission to this Division of the new department.

9. The condition of many buildings in State parks and forests is deplorable. Insufficient funds have been appropriated in the past for maintenance and repair.

If Connecticut's natural resources are largely recreational by use, it is perfectly obvious that buildings such as latrines and shelters must be kept in usable condition. The Park and Forest Commission has in the past two years kept excellent inventories of buildings and equipment, but for several years not even its modest requests for building maintenance funds have been granted. As the State Auditors have been quick to point out, appropriations have been grossly inadequate, and the deterioration of buildings gets progressively worse. "In our opinion insufficient money is appropriated to this agency to maintain these State properties properly," say the Auditors. "Proper upkeep to prevent costly deterioration of these properties would seem to be a wiser business policy." There are not even funds to dismantle the completely ramshackle structures owned by the Commission. The Commission owns 802 buildings valued at \$1,861,000, yet for the last three biennia, a six-year total, they have received \$17,000 for regular maintenance and repair, an average of less than \$3,000 per annum. We estimate as an approximate annual

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figure for maintenance and repair of these types of structures 3% of inventory value. The present condition of these buildings requires additional appropriations for major rehabilitation or demolition.

10. State park and forest roads are in poor condition. The necessity for the Park and Forest Commission to build, maintain, and finance these roads is the primary cause.

At present, the responsibility for building and maintaining park and forest roads rests with the Park and Forest Commission; and the roads are in very poor condition. We recommend that the Highway Department build and maintain these roads. We agree with the Governor's 1949 Budget Message that there should not be a medley of miniature Highway Departments within the State government. The question is: Who shall pay? Proper methods of program budgeting require that funds for these roads be appropriated to the Park and Forest Commission so as to include under one account all expenses of operating their properties. On the other hand, those who travel park and forest roads pay gasoline taxes; and as long as these taxes are kept in a special fund for road purposes, they should be available for park and forest, as well as other roads. Therefore, we conclude that the Highway Department should not only build and maintain, but also finance these roads.

The Natural Resources Department, however, should have the power to approve or reject plans and to decide as to the opening and closing of roads, problems which are quite apart from their pavement and financing.

Roadside parks, maintained by the Highway Department, provide an attractive and useful addition to Connecticut's recreation facilities. They should continue to be maintained by the Highway Department as part of their general roadside maintenance and improvement program.

11. There are certain problems in park and forest administration that require special attention. Among these are the improvement of Sherwood Island, establishment of the proposed Tri-State Park, and administration of the several historic site and monument commissions.

We should like to give special attention to the Sherwood Island Park because of its strategic location and its great potentialities. The major park area between the New York border and New Haven, it receives wide use. Large-scale improvements are needed, and a program has been proposed contingent upon the successful improvement of the beach, which is a miserable spectacle of jagged rocks and stone slabs. This beach improvement is recommended as a matter of first priority in the current beach erosion survey reports which await authorizations by Congress and the appropriation of funds by Federal and State Governments. The State should press for the start of the actual erosion-control work. When and if the beach building succeeds, development should proceed at once.



Another item we single out for special mention is the proposed Tri-State Park in northwest Connecticut with adjoining land in Massachusetts and New York. This area presents the possibility of developing a larger wilderness type park, something that is now lacking in the State.

Finally, we come to a consideration of the historical, monument and site commissions of which the three most important are the Fort Griswold and Groton Monument Commission, the Henry Whitfield Historical Museum, and the Israel Putnam Memorial Camp Ground Commission. That they be abolished and their functions transferred to Park and Forest direction is recommended. To continue desirable citizen participation in the administration of any park or forest area, the Director of the Department of Natural Resources should be given authority to appoint advisory committees. Furthermore, if the Director determines that any historic site, monument or park can be better maintained by a town or other State agency than by his Department, he should make appropriate recommendations to the Governor.

12. The nature and relationships of sport fishing, game management, and commercial fisheries are such that their administration should be consolidated.

At present, administration of game management, sport fishing, and some aspects of commercial fisheries are centralized in the Board of Fisheries and Game. The oyster program, however, is conducted by the Shell Fish Commission; and certain commercial fisheries are not dealt with by any State agency.

In the Department of Natural Resources a consolidated Division of Fish and Game should be established with a director and small staff and three sections: 1) Sport Fishing, 2) Game Management, and 3) Commercial Fisheries. This organization would assume the functions of the four divisions of the present Board of Fisheries and Game and those of the Shell Fish Commission, which would be abolished.

13. Connecticut has a well-managed and intelligent sport fishing program.

The sport Fishing Section would carry on the combined functions of the present Fisheries Management and Fish Restoration Divisions, other than those functions related to commercial fisheries. The whole management of sport fishing in the State has been questioned by some, and it is indeed easy to poke fun at the stocking of full-grown fish which are caught in fast time. But, granting a State interest in sport fishing as in other forms of recreation, Connecticut, in the opinion of many experts whom we have consulted, has a well-managed and well-balanced sport fish program. The hatching and rearing of trout and other fish in natural ponds and lakes does not hold much promise in Connecticut's natural environment.

14. The State game management program is small, but generally adequate.

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The new Game Management Section would have roughly the same organization as its parallel in the Board of Fisheries and Game. State-owned lands now under the Fish and Game Commission are not generally susceptible to multiple use, but are used almost entirely for waterfowl and upland game shooting. They should remain with the Fish and Game Division for technical supervision, while warden services will be provided by the Protection Service. The combination of park and forest and fish and game activities in a single department should result in more intensive use of park and forest lands for hunting and fishing, though the situation in this respect is not unsatisfactory now. The modest land use mapping program, now being carried on by a technician in the Game Restoration Section, should be encouraged. In this activity, the Fish & Game Division should coordinate with the Park and Forest Division and with the Department of Economic Development.

15. Proper attention has not been given to commercial fisheries. Administration of commercial fishery programs has been fragmentary and lacking in imaginative development based on adequate research.

We recommend the establishment of a separate section for commercial fisheries. The present program in commercial fishing is uncoordinated, and lacks any unifying base or initiative. For example, no agency is concerned with a clam program, through the Atlantic States Marine Fisheries Commission has recently indicated the necessity of at least a survey. Concern for this commercial fishery seems to have fallen between the Board of Fisheries and Game and the Shell Fish Commission.

The chief responsibilities of the new section should include: 1) determination of policy in regard to licenses for commercial fishing boats and vessels and for inland and marine fishermen, and in regard to enactment and enforcement of laws and regulations for all marine fish and crustaceans; 2) conduct of the oyster program; 3) research and investigation on clams and other commercial fisheries; and 4) cooperation with the Atlantic States Marine Fisheries Commission and the presentation of its recommendations through channels to the General Assembly. With regard to the lobster program and Noank hatchery, there appears to be no evidence to indicate that this activity results in an increased catch. If it were decided to eliminate this program, it would be possible to effect an annual saving of \$5,000 for the purchase of egg-bearing lobsters and of \$13,600 for the maintenance and operation of the hatchery.

We have carefully considered and examined the Shell Fish Commission and the law under which it operates, and we have come to the following conclusions: 1) Leasing is the best conservation method for oyster, 2) but leasing gives rise to the danger of promoting monopoly and an inflexible program. 3) Therefore, the public agency must seek the best possible way of avoiding these dangers in administering a lease program. 4) It is highly questionable that the Connecticut law and operations of the Shell Fish Commission have accomplished this. With this in mind, we recommend that a study be organized to consider changes in the law. Among

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the problems to be examined are the following: a) legality of modifying the existing perpetual leases; b) possibility of exercising State jurisdiction over beds now under townships; c) desirability of additional conservation regulations such as shell replacement and closed seasons; and d) modification of the present system of uniform assessment of all beds.

Under the transfer proposed, original assessment of beds should be made by the Commercial Fisheries Section of the Fish and Game Division. The Shellfish Board of Relief should be transferred to the office of the Director of Natural Resources, where it will operate independently for reviewing assessments on appeal and granting relief. Admittedly, the Board will have no calendar of appeals so long as the uniform assessment (\$15.00) per acre remains in effect, but the manner of assessment is a matter for administrative determination, and if the present uniform system were to be changed, provision for relief in accordance with due process must be provided.

We are recommending the abolition of the Shell Fish Commission not only for the reasons indicated above, but also because we feel that an oyster program should be considered in relation to other commercial fishery programs, that a need exists for a more coherent conservation philosophy which might be provided within the framework of a larger division, and that the larger division will offer greater opportunities for coordinated research and investigation of fishery problems, in cooperation with the federal fish biology station at Milford.

16. In all areas of fish and game work, research may be the key to the introduction of economies and to the more intelligent development of resources.

The need for research frequently gets lost in a service activity to special groups. With the exception of Pittman-Robertson projects, there has been a shying away from profitable study of program bases by the Board of Fisheries and Game. We recognize that under our recommendations, research activities have been divided among the three sections of the Division. If it appears later that research is neglected thereby, then we should expect the director to reorganize his activities and establish a separate research section.

17. Water resource activities are related significantly to other activities included within the Department of Natural Resources. These water functions include: basic data, watershed surveys, review of reports, cooperation in construction with federal agencies, inspection of dams, and issue of permits for construction.

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We recommend a Water Resources Division with the Department of Natural Resources to consist of a Director and small technical staff. The Water Commission and the ancillary Board for Supervision of Dams and Flood Control and Water Policy Commission would be abolished. Functions of these three would be transferred to the Water Resources Division.

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The close relationship of water resources to other natural resources is demonstrated, for example, by the dependence of recreation and fish and wildlife values on adequate water supplies of good quality and by the intimate relation between forest cover and runoff and floods. The State's streams and lakes combine with its forests, parks, and wildlife areas to form a natural resource base of great value.

The major functions of the Water Resources Division would include:

- (a) Inventory of State water resources. Hydrologic data are assembled in cooperation with the U.S. Geological Survey. Connecticut now conducts a satisfactory surface water program, but, in common with the other New England States, a completely inadequate ground water program. The present Water Commission is aware of this gap, and it is hoped that a long-range ground water program can be initiated soon.
- (b) Watershed Surveys. The Water Resources Division on its own initiative and in cooperation with other New England States, the Federal Government, and interested State units should make comprehensive surveys of the State's watersheds and possibilities of their improvement for many purposes. Connecticut and the other New England States were instrumental in getting written into the Federal Flood Control law the provision requiring the Federal Government to submit its plans for river development to the Governors of affected States for review. Now Connecticut must live up to the obligation of this law by surveying her own watersheds and collecting sufficient data to allow of intelligent review.
- (c) Review of reports. In connection with the review of federal river survey reports, the Water Resources Division should be responsible for preparing information to be submitted, through the Department of Natural Resources to the Governor's office on the basis of which the Governor can prepare his report. Port survey reports should also be reviewed by the Department of Economic Development or any port operating agency set up in the future. For beach erosion surveys, this review responsibility should rest with the Park and Forest Division. Watershed survey reports prepared by the Federal Department of Agriculture should be reviewed by the Water Resources Division and the State Agricultural agency.
- (d) Cooperation with the Corps of Engineers. The Division should be responsible for insuring State compliance with the requirements of local cooperation in the construction of federal river development projects. For beach erosion projects, this responsibility should be exercised by the

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Park and Forest Division. For port development projects, it should be transferred to any port operating agency that may be established in the future.

- (e) Information on hydroelectric potentialities.  
The Division should cooperate with the Department of Economic Development by collecting technical information on hydro potentialities of Connecticut rivers. In cooperation with agencies of other states and the Federal government, such information should be collected for other New England rivers from which Connecticut might benefit.
- (f) Inspection of dams and issuance of permits for dam construction. The Board for Supervision of Dams should be abolished. We hope, however, that the excellent services of the members of the Board, who do this work at very low rates as a public service, can be continued by designating them State engineers for dam inspection.
- (g) Issue of permits for obstructions in navigable waters. Present authority of the Water Commission extends only to navigable water sother than New Haven. In New Haven, this function is carried on by the New Haven Harbor Commissioners. We recommend that it be transferred to the Water Resources Division. For non-navigable waters, the General Assembly in 1945 enacted legislation authorizing municipalities to issue permits, but not the State. As obstructions to any streams, regardless of navigability, may create serious flood hazards which may affect towns below those in which the obstruction is built, we recommend that the State be given authority over non-navigable streams similar to that over the navigable.
- (h) Planning of river projects to be built by the State. The Water Resources Division should have responsibility for planning any stream improvements for flood control and related purposes which the state proposes to undertake on its own initiative. Construction of any such projects should be by the public works service.

18. Present division of responsibility between the Water Commission and the Health Department for the conduct of pollution abatement functions is highly undesirable and should be corrected.

With respect to pollution abatement, we have consulted the nation's top men, but the experts disagree. On two points we find general agreement: 1) That there be a consolidation of the pollution functions now divided between the Water Commission and the Sanitary Engineering Division of the Health Department, though responsibility for the quality of public water supply should in any case remain with the Health Department. 2) That there be a Sanitary WaterBoard with representation from Natural Resources (for fish and recreation), Department of Health, the Department of Economic

Development (for industrial water supply), a representative of the State's agricultural agency and possibly a representative of the municipal division of the tax department.

On two points we find disagreement: 1) Location of the consolidated pollution functions. 2) The nature of the powers of the Sanitary Water Board -- advisory or empowered to issue orders.

As for the location of the consolidated functions, one group argues for placing them in the Sanitary Engineering Division of the Department of Health. The chief supporting reasons are:

- 1) This is the pattern in most states and in the Federal government.
- 2) It is recommended by the U.S. Public Health Service in their model state pollution law.
- 3) This function is closely related to the Health Department's concern for water quality and related matters and to its primary duty to protect the public health.
- 4) The Health Department has available necessary lab facilities.

Those who believe that the pollution function properly belongs to the water resources agency argue that: 1) There should be a coordination of all water resources activities on a truly multiple-purpose basis. 2) Collection of hydrologic data, basic to any work in pollution, is carried on in this agency. 3) In Connecticut, the most serious pollution problems are not health problems. The State rates excellent with respect to water supply and sewerage systems. It is with respect to industrial pollution, not in many instances harmful to health, that Connecticut lags badly. 4) Issuing pollution abatement orders is a nasty, mean job, and a health department would be reticent to issue an order where pollution did not affect health, but rather fish and game, recreation or esthetic values. 5) Health officers tend to place too much stress on environmental pollution and not enough on pollution abatement engineering.

We have considered all of these arguments carefully and feel that the prevailing situation in Connecticut -- serious industrial pollution -- supports the assignment of the pollution abatement functions to the Water Resources Division.

As for the nature of the powers of the Sanitary Water Board, those who favor a board with power to issue and enforce orders contend that: 1) No department relishes the job of issuing orders, and a board with power and with representation from all affected agencies will not only give more effective expression to those who have great interest, but will also insure a more aggressive policy. 2) The issuance of orders involves a hearing which can best be conducted before a board.

The experts favoring the advisory board point out that: 1) A Sanitary Water Board with power divides responsibility between the Board and the agency in which the technical staff is located, rather than focusing it on a primary agency. This is likely to produce a less, not more aggressive and well-rounded program.

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2) An ex-officio representative board is of no particular value for the conduct of hearings on the issuance of orders. Anyway, orders can always be appealed to the courts.

Again, we have considered all of these arguments carefully and have decided in favor of the advisory board. Many agencies of government issue orders which require hearings, but these hearings need not be before boards having legal power to issue and enforce the orders.

19. Connecticut has a satisfactory program for topographic mapping, but in common with many states has lagged seriously in geologic mapping.

Collection of three types of basic data, hydrologic, topographic, and geologic, is undertaken by the U.S. Geological Survey on the basis of cooperative financing -- roughly 50% by the Federal Government and 50% by the State. Connecticut's responsibility for cooperation in the hydrologic data program has been discussed.

During the war, the Federal government, under the strategic topographic mapping program, mapped the entire State to a larger scale than previously used. Of this work, nineteen quadrangles done by the Army Map Service in northwest Connecticut were sub-standard. In order to re-survey these areas, the Highway Department has entered into a five year cooperative program with the Geological Survey. When this work is completed, Connecticut will have full coverage with high standard topographic maps which will require only periodic culture revision. Such revision should cost the State perhaps \$5,000 to \$10,000 annually and the Highway Department has agreed to assume this responsibility. Topographic maps are used by the Highway Department as much, perhaps, as by any other single agency of the Government, and for this reason we, as well as the Survey Unit on Highways and Docks, recommend that the present arrangements not be disturbed. The responsibility of the Department of Natural Resources is to make sure that the work is done.

As for geologic mapping, detailed sheets are available for about 5-10% of the State, and these are scattered, having been done largely as student theses. The State has financed little, if any mapping. The U.S. Geological Survey is prepared to cooperate on a 50-50 basis with any sound program Connecticut is willing to undertake. Such cooperative arrangements are now active in sixteen states, including Massachusetts and Rhode Island. The problem is long-range of developing the basic geologic information on a detailed basis. Such data would be useful in the engineering of highways and bridges, piers and docks, shore line control, and in locating supplies of sand, gravel, trap rock, and other construction materials. It is recommended that a program of geologic mapping be initiated at a minimum cost to the State of about \$5,000 a year. If the Highway Department does not assume this function, then the Department of Natural Resources should do so as a means of providing basic data.

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The Geological and Natural History Survey Commission should be abolished. Whatever responsibilities it may have had in relation to topographic and geologic mapping have been assigned elsewhere. Its functions in natural history -- limited largely to the publication of monographs on biological subjects -- can be assumed by the Office of the Director of Natural Resources.

20. Special earmarked funds impair desirable flexibility in financing the administration of Natural Resources.

As a general principle in financial administration, special funds, the income of which is derived from special taxes or other special receipts, and the expenditures from which must be dedicated to special purposes, are considered undesirable. Earmarked revenues impose a certain rigidity on fiscal operations and impair budgetary control, perhaps the single most important control possessed by the Governor and the General Assembly over the State Administration. This is true even though expenditures from the special funds must be approved by the legislature each biennium.

The Board of Fisheries and Game operates under three special funds, the income of which is derived from the sale of licenses: Inland Fish Fund, Marine Fish Fund, Game Fund. The combined income of these funds does not cover all expenses of the Board so that additional appropriations from the General Fund are required. Of the expenditures of the Board in 1943, approximately \$445,000 were from special funds and \$161,000 from the General Fund. Therefore, although in principle these dedicated funds are highly objectionable, the necessity for additional appropriations from the General Fund does permit a significant degree of budgetary control by the Governor and the Legislature. If, however, the receipts from special funds were to equal or exceed expenditures, this particular control would be lost.

On grounds of general principle, we have considered recommending the abolition of these special funds. With respect to the Game Fund, however, the Federal Government has, in a sense, tied the hands of the State by making grants-in-aid under the Pittman-Robertson Act contingent upon the State's allocating to its fish and game agency all receipts from the sale of hunting licenses. If the Game Fund were to be abolished, and the receipts from hunting licenses to be applied elsewhere, then Connecticut would lose all grants-in-aid under this program. Significantly, federal legislation to establish a grant-in-aid program for fish research and development under similar restrictions was vetoed by the President recently on the grounds that the Federal Government's "need for unrestricted funds does not permit such diversion of tax revenues".

The Park and Forest Commission administers four special funds. The Forest Fire Fund is not an earmarked fund, but more nearly a working fund into which are deposited the State's annual appropriations from the General Fund, the federal contributions, and contributions as required from counties and four cities.



The Nursery Fund is a small revolving Fund, never in excess of \$30,000 used to pay expenses for the production of seedlings which are sold to authorized farm foresters at cost, the receipts being credited to the Fund.

#### Service

The Park and Sales Fund is a strange mixture of working fund and earmarked revenues. On the one hand, the Commission may use it as a revolving fund for the purchase of supplies and equipment for re-sale. On the other hand, all receipts from service operations in state parks are credited to the fund, except that the fund, including value of inventory, may not exceed \$150,000. The fund is used for various expenses related to park operations, including salaries of temporary personnel. But expenditures from the special fund for these purposes are small in relation to expenditures from appropriated general funds for the same purpose.

The Forest Products Fund receives all income from the management of state forests. Today, such income is derived entirely from the sale of charcoal and stumpage rights through competitive bid. The fund may be used for the protection, management, and development of the forests, as well as for the marketing of forest products. Expenditures from the fund for these general purposes are small in relation to expenditures from appropriated general funds for the same purposes. The fund's size has varied in recent years between \$25,000 and \$50,000.

We recommend that where it is possible to do so without jeopardizing the State's rights to Federal grants-in-aid, all of the earmarked funds be abolished. This means that the Game Fund must be retained. The Forest Fire Fund is not an earmarked, but a working fund and should also be retained as a useful fiscal device.

In 1947, the General Assembly authorized a \$1,000,000 bond issue for the improvement and development of state parks, provided the parks when completed, produce in revenue, largely through parking fees, an amount sufficient to retire the bonds, pay the interest, and pay the cost of maintaining the facilities from which the revenue is derived. To date no action has been taken under this authorization. We recommend that none be taken; that the authorization be repealed; and that the Department of Natural Resources obtain capital improvement funds through the regular manner. Although we sympathize with the general objective that beneficiaries should repay the costs of state improvements in proportion to benefits received, we cannot agree that an attempt to support public parks entirely with fees is in the public interest. Such a scheme will result in a pre-occupation with payoff rather than services. Further, it may discriminate against those most in need of public recreation facilities. It is not intended to imply that all fees are bad. As a matter of fact, we should like to take this opportunity to give a special nod to the Park and Forest Commission and its director for the intelligent fee and concession system which has evolved in recent years. Reasonable parking fees in selected areas are to be encouraged, but reliance on fees as the determining factor in park development is unwise.

## NEW ENGLAND

### Statement of the Problem

For the purposes of resources planning and economic development, is Connecticut part of a larger region into which State programs should be integrated? If so, what type of organization should be evolved to comprehend this relation?

### Proposals

1. Ratification of the New England Development Authority Compact, with indicated improvements.
2. Pending ratification of the Compact, the New England Governors' Conference to exercise function of representing region.

### Findings and Discussion

1. There is need for close official cooperation among the New England States in resources matters and in economic development.

That Connecticut is part of a larger New England is only too obvious. The rivers and resources of New England are no respectors of state boundaries. There are those who contend, with some justification, that there are two New Englands, -- a Southwest New England oriented toward New York and a northeast New England. But, in terms of major resources and units of administration, New England can be viewed as a region which can profitably work in unison.

There is in New England today no public body treating all resources and development problems. The New England Council is not such a body and should not trade as such.

We believe that the New England Development Authority Compact, approved at the March meeting of the New England governors this year, is a sound proposal. (A copy constitutes Appendix D). It was hastily drafted and could be improved by the following changes: 1) In its organization the compact should run indefinitely unless terminated by mutual consent. 2) In its powers, the Authority should also be empowered to survey New England's travel, trade, and recreation services and the unemployment problem. Furthermore, the Authority should be authorized to represent New England as a region in dealings with the Federal Government and other organizations, private and public. 3) Finally, the ratification procedure should be changed so that the Compact can go into effect after four states have approved.

Pending ratification of the Development Authority Compact, we recommend that the New England Governors' Conference exercise the function of representing New England as a region. An instance where this procedure would be particularly valuable is furnished by the federal investigation of the water resources of the New England region contemplated under the Lodge-Green Resolution. In

order to represent New England effectively in relations with the Federal Government and with other organizations, the Governors of the New England States should obtain funds to establish a small permanent staff for the Conference.

Inter-state arrangements creating the Interstate Sanitation Commission, the New England Interstate Water Pollution Control Commission, the Atlantic States Marine Fisheries Commission, and the New England Forest Fire Compact are in the right direction and would not be negated by the New England Development Authority.

A comment on the current proposal for a Connecticut Valley Authority is in order. Frankly, we are against such an Authority for the Connecticut Valley, because it would exclude well over half of New England and would slice Connecticut into three segments. Such an authority represents a fragmented approach to what is actually a problem for New England as a whole. If the Federal Government should decide to establish an authority for all of New England or reorganize into one agency all of its resource activities, then our proposals for Connecticut and New England are designed to insure that Connecticut's resource programs would mesh with regional and national objectives.

ONE-PAGE SUMMARY OF RECOMMENDATIONS OF THE FINAL REPORT OF THE SURVEY  
UNIT ON CONSERVATION AND DEVELOPMENT

ECONOMIC DEVELOPMENT

1. The establishment of a Department of Economic Development and the abolition of the present Development Commission.
2. The new Department to be primarily a service and research agency concerned with the economic development of the State.
3. The establishment by the Director of the Department of a citizens' advisory council.

NATURAL RESOURCES

1. The establishment of a Department of Natural Resources and the abolition of the following agencies most of whose functions will be absorbed in the new Department: Park & Forest Commission, Board of Fisheries and Game, Forests and Wildlife Commission, Water Commission, Shell Fish Commission, Geological and Natural History Survey Commission, Flood Control and Water Policy Commission, Board for Supervision of Dams.
2. The establishment of the following divisions within the Department: Resources Protection Service, Park and Forest Division, Fish and Game Division, Water Resources Division,
3. The establishment by the Director of the Department of two advisory councils, one on parks and forests and one on fisheries and game.
4. The abolition of the distinction between parks and forests for administrative and legal purposes.
5. The retention of the nursery and farm forestry programs in Park and Forest Division.
6. The consolidation of all fish and game functions in a single Division.
7. The consolidation of pollution abatement functions in the Water Resources Division and the establishment of an advisory Sanitary Water Board.

NEW ENGLAND

1. Ratification of the New England Development Authority Compact
2. Pending ratification of the Compact, the New England Governors' Conference to exercise function of representing region.





